SOLID WASTE INTERIM STEERING COMMITTEE

Box 458, Adelaide P.O., Toronto, Ontario, M5C 2J5
Telephone: (416) 941-8373, Fax: (416) 863-0926

STATUS REPORT TO MEMBER COUNCILS ON THE LONG-TERM PLAN FOR THE MANAGEMENT OF SOLID WASTE IN THE GREATER TORONTO AREA

AUGUST 1989

1. INTRODUCTION

On March 14, 1989, the Chairmen of the five regional municipalities that make up the Greater Toronto Area (GTA) put forth a proposal outlining a collaborative and coordinated approach to solving the crisis of solid waste management in this rapidly growing area. (See Appendix A for background and highlights of this proposal.)

Meetings and consultations since the March announcement have resulted in a number of steps being taken to implement this innovative and complex solution. These steps were aimed at establishing a solid waste management system involving all stakeholders, including member regional municipalities, area municipalities, the Province and the public.

This status report outlines activities, developments and accomplishments to date, describes the directions being pursued, and provides an overview of future participation by the member Regional Councils and the public in the decision-making and consultation processes.

2. DEVELOPMENTS SINCE MARCH 14

Since the March 14 announcement, all five regions have considered the Chairmen's Proposal and have agreed to continue to work towards a common response to the challenge of managing GTA solid waste.

The deliberations of the Councils on the Chairmen's initiative, and the public and media debate which the initiative has stimulated, have reinforced for the Chairmen the basic need for a coordinated GTA-wide approach to solid waste management, their commitment to meeting provincial targets for waste diversion of 25% by 1992 and 50% by 2000, and their commitment to developing an environmentally appropriate system that will fully incorporate the 4Rs, (reduction, reuse, recycling and recovery).

Additionally, the public discussion since March 14 has underscored the importance of several elements of the Chairmen's proposed approach, including:

- the importance of ensuring member council participation and decision-making at each key stage in the development of the system;

- the importance of meaningful public participation;

- the need to examine all the options and every reasonable alternative technology which might be suited to GTA requirements;

- the need to consider all reasonable management options for the system, ranging from a totally public owned and operated system to one which is operated by private sector participants under the direction of the relevant public authorities.

During the past six months, while the deliberations of Regional Councils have taken place, the five Regional Chairmen, other representatives of the regions, and the Province have met regularly.

Their work has concentrated on establishing a Solid Waste Interim Steering Committee (SWISC) to oversee the project; on establishing a Technical Committee to provide expert advice to SWISC; on working towards a definition of the working relationship among the GTA partners; and on securing financial commitments towards on-going activities.

As well, the Chairmen, in their capacity as members of SWISC, have appointed an interim Chief Administrative Officer (CAO) for the project, and have retained expert consultants required to develop this large-scale, complex initiative.

Highlights of these developments are described below.

2.1 The Solid Waste Interim Steering Committee

After the Chairmen's announcement, the Committee of Regional Chairmen was formalized to create the GTA Solid Waste Interim Steering Committee (SWISC). SWISC is currently

addressing the multitude of major policy issues that are involved in taking this bold initiative.

It is composed of the five Chairmen, one other elected representative from each of the regions, the Deputy Minister of the Office for the Greater Toronto Area and the Deputy Minister of the Environment. Each member of SWISC has one vote. (See Appendix B for members and structure.)

SWISC is chaired by each of the Regional Chairmen in turn. Each period of chairmanship lasts three months. Mr. Gary Herrema, Chairman of Durham Region, was selected to serve as first Chairman of SWISC. The chairmanship will be rotated in alphabetical order of the member regions (i.e., Durham, Halton, Metro, Peel, and York).

2.2 Establishing the SWISC Technical Committee

A Technical Committee, consisting of senior staff from the regions and the Province, has been established and has been meeting regularly to advise SWISC on resolving the complex technical requirements for developing an effective coordinated approach. The Technical Committee reports to SWISC, and is chaired by the Interim Chief Administrative Officer.

2.3 Defining the GTA Partnership and Procedures for the Solid Waste Initiative

Since March 14, much of the work has concentrated on defining the process for developing the long-term waste

management system, and the relationship among the five regions and the Province particularly in relation to:

- the arrangements for requesting and evaluating expressions of interest and, ultimately, proposals for an environmentally sound solid waste management system that utilizes proven technology and that satisfies the requirements of the Environmental Assessment Act;

- the rights of each of the regions either to participate in the recommended long-term system in whole or in part or to rely exclusively on its own Waste Management Master Plan;

- the nomination of contingency sites to cover any shortfall in disposal capacity that may occur prior to the implementation of the long-term system, with approval pursuant to the terms of the Environmental Protection Act;

- the financing of any required contingency capacity to ensure that the costs of approval, development and operation of a contingency site may be charged against users fairly, and in proportion to the amount of capacity used; and

- the exploration of joint management structure options, including the possible establishment of a legislated special-purpose authority.

As a result of this work, the Chairmen are currently operating under a set of working guidelines which are set out in Appendix C.

2.4 Appointing an Interim Chief Administrative Officer(CAO)

SWISC has appointed John Farrow, Partner in The Coopers & Lybrand Consulting Group as Interim CAO until permanent arrangements are in place. That firm has also been retained to undertake a study of joint management structure alternatives.

Mr. Farrow and SWISC can be contacted as follows:

Mr. John Farrow
Interim CAO, SWISC
Box 458, Adelaide P.O.
Toronto, Ontario
M5C 2J5

Telephone: (416) 941-8373
FAX: (416) 863-0926

2.5 Retaining Required Expertise

SWISC has taken a number of steps to retain the expert advice it will need as the project unfolds.

In this regard, environmental and engineering consultants have been retained to prepare draft documents for Expressions of Interest and Requests for Proposals.

A review of the databases and solid waste master plans of the GTA regional municipalities has also been undertaken in order to provide a consistent information base for analyzing solid waste requirements.

As noted above, management consultants have been retained to undertake a study of joint management structure alternatives.

As well, given the importance of meaningful public consultations on the project, a Request for Proposals has been issued for consultants to carry out extensive public consultation activities. The selected consulting firm will propose a strategy and program that will enable the public to contribute effectively to the development of the long-term system. (A list of consultants and firms retained to date is included in Appendix D, attached.)

2.6 Developing a Project Financing Formula

The five regions are to finance the activities of SWISC proportionally according to population. Fifty percent of the overall cost of SWISC activities will be borne by the Province under existing municipal grant programs. The formula for cost sharing is included in Appendix C.

3. THE PROCESS FOR DEVELOPING A LONG-TERM SYSTEM

3.1 Issuing a Request for Expressions of Interest

Before issuing a Request for Proposals, SWISC has determined that it will first call for Expressions of Interest from public bodies, firms or individuals interested in developing or operating the system as a whole, or any component thereof.

This step is being introduced:

- to provide more opportunities for public consultation; and

- to establish a reasonable range of available alternatives, and to thereby simplify and support the Requests for Proposals process.

To this end, SWISC will issue a widely advertised, open request for written submissions from any interested organization or group in the public, non-profit or private sectors.

The main purpose of the Expression Of Interest will be to assist SWISC in identifing the range of possible systems, system components, operational options and host communities appropriate to the long-term system. Information on the specific financial capability of respondents will not be required. All information contained in the Expressions Of Interest will be made public.

Thus, a key objective for this stage is for respondents to identify of effective, innovative solutions. Respondents must, therefore, provide sufficient information to allow evaluation of their proposed alternative.

Based on these responses, SWISC intends to evaluate, in detail, the advantages and disadvantages of a wide range of proposed system(s), to identify options regarding ownership and operation, and to consider the respondents' qualifications.

The request for Expressions of Interest will make it clear that unless respondents submit an Expression Of Interest, they will not be allowed to submit a Proposal. This is necessary to identify promptly the range of options available to the GTA, and to be fair to respondents.

Potential respondents will receive information on the existing problem, the objectives of SWISC and the proposed waste management approval procedure.

Respondents will also be made aware that there is no guarantee by SWISC or any of its members that the process for attaining a solid waste management system for the Greater Toronto Area will continue as set out in the Chairmen's Proposal and in this Status Report. Further, it will be made clear that any and all costs and expenses incurred by any person or group in connection with preparing a response to a request for Expressions of Interest or relating to any other matter or thing contemplated by the

Chairmen's Proposal or this Status Report, will be the sole responsibility of each such person or group.

An acceptable Expression of Interest will include concepts for one or more of the following:

- a long-term waste management system that can be approved and fully operational as early as 1992, but in no event later than 1996;

- any one, or a combination of, the following components of a long-term waste management system:

  - local 4Rs system
  - waste receiving and transfer systems
  - waste processing facility
  - research facility
  - transportation system(s)
  - waste disposal facility, including landfill and/or EFW

SWISC will conduct a full analysis under the direction of the Technical Committee of each Expression Of Interest, along with alternatives in the regional plans and any other reasonable alternatives associated with the solid waste management objectives of SWISC. This analysis will allow the range of possibilities for alternative systems and combination of systems to be determined and thus provide a guide in developing the draft Requests for Proposals.

3.2 Issuing a Request for Proposals (RFP)

The Technical Committee will analyze the Expressions of Interest and draft the Request for Proposals, which will be reviewed by the regional councils before being issued by SWISC. This process will be accomplished as quickly as possible at the same time as having due regard to the requirements of the Environmental Assessment Act.

Once responses to the RFP are received, SWISC will require a full analysis of all proposals to be directed by the Technical Committee. This committee's comments and recommendations on the preferred system will then be submitted to SWISC, and the report will then be passed on to participating regions and the public for consultation.

After input has been received, a preferred system will be selected. This system will become the responsibility of the management body chosen to implement the long-term solid waste management system for the Greater Toronto Area.

3.3 Regional Council Decision Points

The development of a long-term system will involve on-going decision-making by the Regional Councils. The following is a summary of the key points when Regional Councils will be involved and asked to make decisions.

1. throughout the process by representation on SWISC,
2. by approving the process by which Requests for Expressions of Interest are sought,

3. by reviewing the draft Request for Proposals document,
4. by reviewing the responses to the Request for Proposal and by participating in public consultation with respect thereto,
5. by approving the SWISC-proposed structure for any new solid waste management authority which might be required,
6. by approving the preferred system recommended by SWISC, and
7. by deciding whether or not to participate in the preferred system.

3.4 Public Consultation

The public will be involved in an information and consultation program, the first step of which is represented by the publication of this Status Report. SWISC representatives will be available to discuss this report with Regional Councils and assist with public consultations in each Region through the early part of the fall of 1989.

The importance of the public consultation program is underlined by the decision of SWISC to select The LURA Group to manage the public consultation process. A program is being developed to ensure that the public has an opportunity to contribute effectively to the development of a long-term solution to the GTA's solid waste management challenge.

The details of the public consultation program will be in place shortly.

APPENDIX A

BACKGROUND TO GTA SOLID WASTE INITIATIVE

The March 14, 1989 Chairmen's Proposal was the outcome of deliberations which began at a meeting held on January 20, 1989, to devise a long-term strategy for solid waste management in the GTA.

At that meeting, the Metro and Regional Chairmen, senior Provincial officials, representatives of the Ministry of the Environment, and the Premier unanimously agreed on a number of priorities, including:

- the importance of an environmentally sound solution;
- the desirability of a combined effort;
- a means to avert an impending shortage of landfill capacity;
- on-going participation and decision-making by GTA Regional Councils;
- public sector control of the process; and
- the need for a meaningful public participation process as the process evolves.

During the period between the meeting of January 20 and the announcement on March 14, the Chairmen took part in a number of working meetings. In addition, technical meetings were held

between officials from the regions and the Province to provide additional expertise and support to the Chairmen.

On March 14, 1989, the Chairmen put forth a proposal which set out the following goals:

- to fulfil provincial targets for waste diversion of 25% by 1992 and 50% by 2000;
- to create a state-of-the-art system for processing solid waste;
- to maximize industrial development opportunities for host communities;
- to construct an innovative framework for new research and development in the area of solid waste reduction, reuse, recycling and recovery - the 4Rs;
- to reduce environmental degradation and the real costs associated with conventional waste management systems; and
- to create a waste management structure that will allow maximum collaborative efforts between municipal, regional and provincial authorities and between the public and private sectors.

The Chairmen also recommended that in the event that a new system is not in place when current landfill capacity is exhausted, environmentally sound contingency sites be identified.

Guiding Principles

In their proposal, the Chairmen articulated a basic set of principles to guide in developing a long-term solid waste management system, as follows:

- Waste reduction is the primary priority. To this end, the Federal Government should enact legislation to reduce the volume of packaging in the waste stream. In the absence of such action, the Province should do so.

- Waste is a resource which should be recovered, recycled and reused as many times as possible. This will ensure its sustainability and the sustainability of the society that uses the resource.

- A solid waste management system must be environmentally sound, incorporating state-of-the-art technology and a commitment to adapt as technology advances. It must be monitored continuously by the province to ensure that all environmental requirements and standards are satisfied, and by participating municipalities to ensure the acceptability of waste by regulation and inspection during collection and transfer.

- Hazardous or liquid waste will not be accepted.

- The proposed waste management system will incorporate techniques for reduction, reuse, recycling and recovery to the greatest extent possible, with only residual waste going

to landfill sites. It will also require that all participating municipalities receive enabling provincial legislation to require multi-material source separation. There must also be a provincial commitment to give priority to applications for environmentally sound and feasible reduction, reuse, recycling and recovery projects and to assist in finding and maintaining markets for recyclables.

- A major component of the waste management system will be increased management of industrial and commercial waste in accordance with the 4Rs.

- The potential host community in which a waste management facility may be established must receive significant long-term benefit including payment and ongoing revenue for land utilization, permanent and perpetual care of the facility and waste management recovery and research facilities. In addition the host community will participate in the planning and management of the facility, including rehabilitation of the site when no longer required.

- The process of developing a waste management system must provide for appropriate public consultation, information and education.

- The waste management system must be cost-effective.

APPENDIX B

Members and Structure of the Solid Waste Interim Steering Committee

Region of Durham	
G. Herrema Regional Chairman	J. Aker Chairman of Works & Waste Management Committees
Region of Halton	
P. Pomeroy Regional Chairman	P. McLaughlin Chairman of Planning & Public Works Committee
Municipality of Metro Toronto	
A. Tonks Chairman of Metropolitan Council	P. Christie Chairman of Works Committee
Region of Peel	
F. Bean Regional Chairman	Mayor E. Kolb Mayor of Caledon and Chairman of Works Committee
Region of York	
E. King Regional Chairman	Mayor A. Roman Town of Markham

Province of Ontario

G. Church
Deputy Minister
Office for the Greater Toronto Area

G. Posen
Deputy Minister
Ministry of the Environment

APPENDIX C

WORKING GUIDELINES

1. The GTA Solid Waste Interim Steering Committee ("S.W.I.S.C.")

1.1 The Regions will participate in S.W.I.S.C., which will be composed of the Chairman of each of the Regions, one other elected representative from each of the Regions, the Deputy Minister of the Office of the Greater Toronto Area, the Deputy Minister of the Environment and a chairperson selected by the members.

1.2 Each member of S.W.I.S.C. will have one vote, except that the chairperson may only vote in the event of a tie.

1.3 A Technical Committee consisting of senior staff from the Regions and the Province will report to S.W.I.S.C.

1.4 The function of S.W.I.S.C. will be

(a) to develop and implement an appropriate, long-term comprehensive solid waste management system for the GTA (the "long term system");

(b) to coordinate the identification of contingency waste disposal sites to provide for the waste management needs of the Regions during any period which may occur between the exhaustion of current landfill capacity in the GTA and the end of 1996; and

(c) to explore the options for an appropriate joint management structure for implementing and managing the GTA long-term system, including the creation of a legislated special purpose authority, and to make recommendations to the Regions.

1.5 It is anticipated that the Province will proceed expeditiously to pass such legislation and promulgate such regulations as may be necessary to establish the recommended management structure.

1.6 It is anticipated that any legislation, regulations or agreements establishing a management structure will set out terms for:

(a) the ownership and management of the long-term system;

(b) the obtaining of necessary approvals; and

(c) the terms under which a Region may participate, including how existing and contingency waste disposal sites may be utilized.

1.7 The Regions and the Province will financially contribute to the activities of S.W.I.S.C., as specified in Schedule "A".

1.8 The Province will facilitate and support the activities of S.W.I.S.C., including undertaking measures to ensure market availability for recyclable materials.

2. <u>The G.T.A. Long-Term System and/or Individual Region Waste Management Master Plans (W.M.M.P.)</u>

2.1 S.W.I.S.C. will proceed expeditiously to develop a request for proposals ("R.F.P.") from public and private sector bidders for the establishment of a long-term system.

2.2 The parties confirm that an environmentally appropriate long-term system will meet the provincial targets for waste diversion of 25% by 1992 and 50% by 2000 and will incorporate techniques for reduction, re-use, re-cycling, and materials recovery, with residual waste only disposed of by energy from waste (EFW) and/or landfill.

2.3 Any one or more of the Regions may submit a proposal for a long-term system.

2.4 S.W.I.S.C. will develop strategies to,

2.4.1 assist bidders to find receptive communities;

2.4.2 assist interested communities in attracting bidders and evaluating proposals;

2.4.3 assist municipalities that wish to become bidders to do so;

2.4.4 develop alternative site search procedures in the event that no receptive community is identified by the bidders.

2.5 S.W.I.S.C. will retain such consultants or employees as may be necessary, subject to financial limitations.

2.6 It is anticipated that the proposal(s) submitted will be evaluated by S.W.I.S.C., and that one or more proposal or part(s) thereof, will be endorsed by S.W.I.S.C. and recommended to the Councils of the Regions for their endorsement and decision to participate in the GTA long-term system.

2.7 In the event that a Regional Council determines that the long-term system recommended does not meet the requirements of its Region, it may decide:

(a) to participate in the long-term system on a partial basis with the intention that the remainder of its long-term needs will be met by its own Waste Management Master Plan or equivalent ("W.M.M.P.")

(b) to refrain from participating in the long-term system and rely exclusively on its own W.M.M.P.

2.8 Nothing is intended to prevent a Region, concurrent with its current membership in GTA, or subsequently, if it decides to rely exclusively on its own W.M.M.P., from pursuing its own W.M.M.P. in the normal fashion pursuant to the Environmental Assessment Act (E.A.A.) and the Province agrees to deal with the W.M.M.P.'s of each Region, in terms of processing applications and funding, in an expeditious manner.

3. Contingency Waste Disposal Sites

3.1 It is understood that the earliest time in which the long-term system could be operational is 1992 and the latest time will be 1996. Since the GTA collectively has sufficient waste disposal capacity until 1992 only, it is necessary to develop an alternative, stand-by plan for GTA waste disposal after 1992.

3.2 As early as possible but in any event within three months of the receipt by S.W.I.S.C. of proposals for the long-term system, each of the Regions will nominate a potential contingency waste disposal site or sites which will be endorsed by S.W.I.S.C. as sufficient to contribute meaningfully to the potential shortfall of capacity.

3.3 A Region nominating a site will proceed expeditiously to carry out the necessary studies to support an application under section 27 of the Environmental Protection Act (EPA) and to submit such application.

3.4 The Province will act pursuant to sections 29 of the Environmental Assessment Act, (EAA), thereby permitting it to expeditiously process each contingency application as it is received pursuant to the provisions of Part V of the EPA.

3.5 In nominating a contingency site a Region may reserve sufficient capacity for waste generated and requiring landfill within the Region until the end of 1996.

3.6 In the event that the Regional Municipality of Halton nominates an approved site, it may reserve a portion of the capacity of that site sufficient for ten years waste from that Region.

3.7 S.W.I.S.C. endorses the concept of bilateral agreements entered into between regions with respect to joint use of contingency waste disposal sites.

3.8 Subject to 3.5 and 3.6 and any bilateral agreements endorsed by S.W.I.S.C., it is understood that, should it prove necessary to implement the contingency plan, each approved contingency site will be made available to all of the Regions so that there will be a pool of contingency disposal capacity available to the GTA.

3.9 It is understood that the costs of approval, development and operation may be charged against the users in proportion to the amount of capacity used.

3.10 It is understood that a land utilization fee for all disposal sites will be paid to the host Region by the other Regions using the site.

3.11 The Province will provide financial assistance for the development and operation of the contingency plan and

sites, in accordance with its normal grants programs for solid waste.

3.12 It is understood that a Region may continue to use an approved contingency site until December 31, 1996, notwithstanding any decision taken pursuant to paragraph 2.8 to refrain from participating in the long-term system in whole or in part.

SCHEDULE 'A'

INTERIM PERIOD COST SHARING

POPULATIONAL PROPORTIONAL SHARING

Municipality	Population[1]	Population Proportion %	50%Cost[2] Share
Halton	264,498	7.3	$127,751.8
Peel	565,871	15.62	273,314.1
York	324,064	8.94	156,521.9
Durham	314,238	8.67	151,726.1
Metro	2,154,537	59.47	1,040,635.6
	3,623,208	100.0	1,750,000.0
Provincial Contribution			1,750,000.0
			3,500,000.0

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1 From Municipal Directory 1988, MMA (1985 count).

2 Total cost projected at $3,500,000 exclusive of contingency site costs.

Calendar 1989 $1.4 million
Calendar 1990 2.1 million
$3.5 million

Applicable provincial grant anticipated - $1,750,000

APPENDIX D

LIST OF CONSULTING FIRMS RETAINED

Firm	Responsibilities
♦ The Coopers & Lybrand Consulting Group	♦ SWISC project management and administrative support. ♦ Preparation of study on joint management structure alternatives.
♦ SENES Consultants Limited	♦ Preparation of Expressions of Interest and Requests for Proposal documents. ♦ Preparation of schedule for SWISC process.
♦ MacViro Consultants Inc.	♦ Review of data bases and solid waste master plans of the GTA regional municipalities.
♦ O'Malley Communications Inc.	♦ Provision of communications advise and support.
♦ The LURA Group	♦ Development of a public consultation program. Facilitation of program and documentation of public input.